



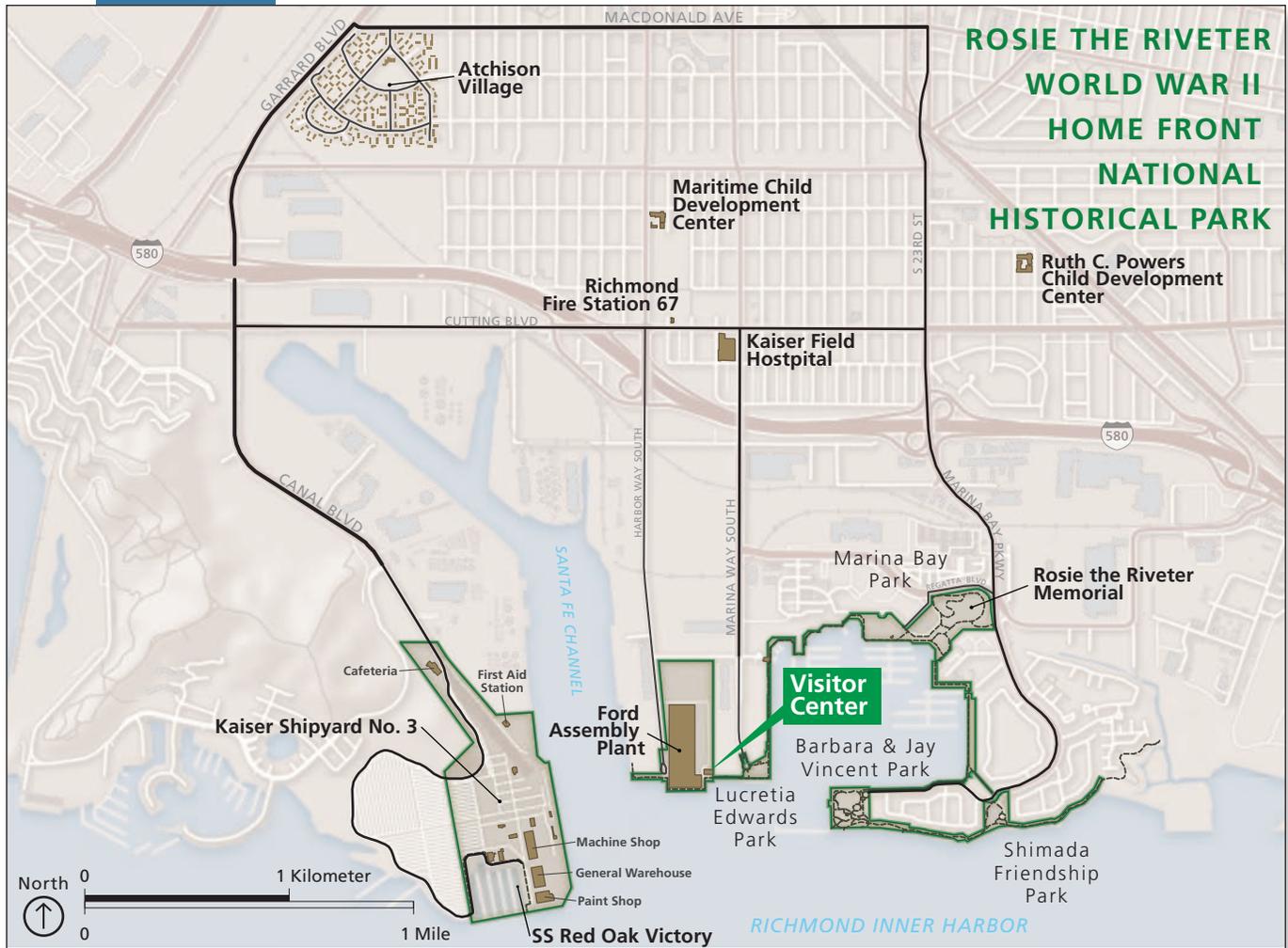
# Foundation Document

## Rosie the Riveter / World War II Home Front National Historical Park

California

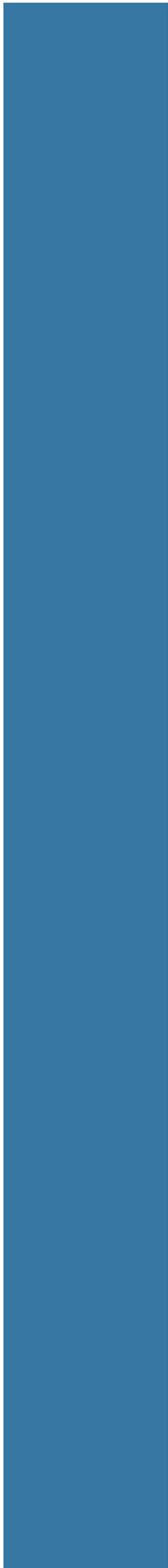
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## Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



*The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.*

## Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Rosie the Riveter / World War II Home Front National Historical Park can be accessed online at: <http://insideparkatlas.nps.gov/>.



## Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

### Brief Description of the Park

In 2000 President William Jefferson Clinton signed Public Law 106-352 establishing Rosie the Riveter / World War II Home Front National Historical Park. Congress recognized that Richmond, California, retained the largest collection of intact historic sites and structures that could be preserved and used to tell the stories of the American World War II home front. The national historical park was established “in order to preserve for the benefit and inspiration of the people of the United States as a national historical park certain sites, structures, and areas located in Richmond, California, that are associated with the industrial, governmental, and citizen efforts that led to victory in World War II . . .” The park’s physical sites and structures include industrial landscapes such as the Ford Assembly Building and Oil House and Shipyard No. 3, with its iconic Whirley Crane and SS *Red Oak Victory*; human service locales such as the Kaiser Field Hospital, the Maritime Child Development Center, and Fire Station 67; and residential areas such as Atchison Village that were built to house the booming World War II work force.

Establishment of the national historical park in Richmond, California, brings national focus and attention to the World War II-era resources of Richmond and recognizes the important role the city played in the war effort and the significant contributions and sacrifices of its citizens. The park also commemorates the efforts of countless Americans in cities and towns across the nation who made similar contributions and sacrifices in the push toward victory during World War II.





Rosie the Riveter / World War II Home Front National Historical Park was conceived as a partnership park, with many different entities involved in both preserving the Richmond World War II home front resources and providing a variety of visitor experiences and opportunities throughout the park. In addition to the City of Richmond, the National Park Service cooperates with owners of historic resources (individuals, organizations, and businesses), nonprofit organizations that support the mission of the park, academic institutions, and local, regional, and state governmental entities. The park’s designated cooperating association and friends group, Rosie the Riveter Trust, was founded a year before the park was established and was instrumental in lobbying for establishment of the park. The trust has been a primary partner in development of the Rosie the Riveter / World War II Home Front National Historical Park and helps support the preservation and interpretation of the historic resources that are now part of the park. In addition, the trust provides support for visitor services and youth programs. The National Park Service actively collaborates with all of its partners and continues to develop additional partnerships as the park evolves.

In addition to developing partnerships, the National Park Service provides technical assistance to its partners in preserving World War II-era historic resources and in sharing the American home front stories. The park collaborates with numerous community organizations to engage local youth and community members. Through a variety of programs and activities, the park continues to extend its reach into the diverse and underserved communities in Richmond, the Bay Area, and across the nation.

## Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Rosie the Riveter / World War II Home Front National Historical Park was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The park was established by Public Law 106-352 signed by President William Jefferson Clinton on October 26, 2000 (see appendix A for enabling legislation). The purpose statement lays the foundation for understanding what is most important about the park.

*ROSIE THE RIVETER / WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK, located in the wartime boomtown of Richmond, California, preserves and interprets the wide array of stories, places, and legacies of our nation's home front response to World War II.*



## Park Significance

Significance statements express why a park's resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Rosie the Riveter / World War II Home Front National Historical Park, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Rosie the Riveter / World War II Home Front National Historical Park. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Rosie the Riveter / World War II Home Front National Historical Park works in partnership to preserve an outstanding collection of World War II home front sites, structures, and landscapes.
2. Rosie the Riveter / World War II Home Front National Historical Park is the primary place within the national park system dedicated to collecting, preserving, and making accessible to visitors the oral histories, stories, and artifacts of the nation's World War II home front.
3. Rosie the Riveter / World War II Home Front National Historical Park is the hub within the national park system linking sites across the country through which people can explore the many social and cultural changes that began or were accelerated on the home front during World War II.



## Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park’s legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Rosie the Riveter / World War II Home Front National Historical Park:

- **Richly Layered Stories.** Diverse, richly layered stories provide a lens for understanding the complexity of home front experiences during World War II and their lasting effects on American society and culture.
- **Partnerships.** Because Rosie the Riveter / World War II Home Front National Historical Park owns no property, it was conceived as a partnership park with many different entities necessary to both preserve World War II home front resources and provide support for visitor experiences. The City of Richmond and Rosie the Riveter Trust, as well as other partners—including nonprofit organizations, local communities, individuals, academic institutions, businesses, and government entities—own historic structures and/or provide visitor services to support the purpose of the park.
- **Museum Collections.** Rosie the Riveter / World War II Home Front National Historical Park has one of the most comprehensive collections of written narratives, oral histories, defense industry equipment, artifacts and ephemera, photographs, and personal belongings from the American World War II home front. Through their preservation, digitization, and use in exhibition and research, the museum and archives collections are critical in providing a tangible link to the diverse stories of the home front.
- **Setting.** Richmond and its environs provide a setting that enables visitors to understand and appreciate the World War II home front firsthand. Historic landscapes and structures that contribute to this setting include Shipyard No. 3 and its iconic Whirley Crane and the SS *Red Oak Victory*, the Kaiser Field Hospital, the Maritime Child Development Center, the Ford Assembly Building and Oil House, Fire Station 67, and the Atchison Village residential community. The modern port and marina, site of former shipyards where the Rosie the Riveter Memorial, shoreline parks, and the Bay Trail are now located, contribute to the setting by imparting diverse home front stories through outdoor interpretive media.
- **National Home Front Experience.** The World War II home front in Richmond, California, is well documented, recognized as nationally significant, and representative of the American home front experience. The park links together a network of other home front sites across the United States to more completely interpret the breadth of the World War II home front experience.



## Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Rosie the Riveter / World War II Home Front National Historical Park:

- As millions of soldiers left home to fight in World War II, millions of other Americans mobilized on the home front to support the war effort in ways that resulted in profound changes to American life.
- Although many Americans working and living on the home front were united in a common purpose to support the war effort, they often had quite disparate experiences due to prejudice and discrimination.
- Social upheavals and social role changes on the home front exposed America’s unfulfilled promise of equality and “liberty and justice” for all.
- Many technological innovations, institutional changes, and social developments that took place on the World War II home front have had lasting influence and continue to be relevant today.



## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

### Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Rosie the Riveter / World War II Home Front National Historical Park.

When Congress created Rosie the Riveter / World War II Home Front National Historical Park (Public Law 106-352), the legislation included the following directions and constraints:

- The national historical park will be developed and operated by cooperating partners.
- The general management plan will be prepared in consultation with the City of Richmond, California.



- The general management plan shall include a plan to preserve the historic setting of the Rosie the Riveter / World War II Home Front National Historical Park, which shall be jointly developed and approved by the City of Richmond.
- The general management plan shall include a determination of whether there are additional representative sites in Richmond that should be added to the park and whether there are sites in the rest of the United States related to the industrial, governmental, and citizen efforts during World War II that should be linked to and interpreted at the park. Such determination shall consider any information or finding developed in the *World War II Home Front Theme Study*.
- The World War II Home Front Education Center shall include a program that allows for distance learning and links to other representative sites across the country for the purpose of educating the public as to the significance of the site and the World War II home front.
- The National Park Service may interpret the story of Rosie the Riveter and the World War II home front.
- The National Park Service may conduct and maintain oral histories that are related to the World War II home front theme.
- The National Park Service may acquire and provide for the curation of historic artifacts that relate to the park.
- The National Park Service may provide technical assistance in the preservation of historic properties that support the story.
- The National Park Service shall administer the park in accordance with Public Law 106-352 and the provisions of law generally applicable to units of the national park system, including the act entitled “An Act to establish a National Park Service.”
- National Park Service funds cannot be used for operation, maintenance, or preservation of the SS *Red Oak Victory*.
- The National Park Service may not own certain properties and may not maintain or manage them, although they may enter into agreements for interpretation and technical assistance (see table below).



Park Sites	Lease And Acquisition	Cooperative Agreement
Ford Assembly Building	Leasehold Interest Public Law 106-352, Sec. 3 (e) (1) Ford Assembly Building— The National Park Service may acquire a leasehold interest in the Ford Assembly Building for the purposes of operating a World War II Home Front Education Center.	Limited Agreement Public Law 106-352, Sec. 3 (b)(2) The National Park Service may enter into cooperative agreements for interpretation and technical assistance with preservation.
Richmond Shipyard No. 3 National Register Historic District <ul style="list-style-type: none"> <li>• Sheet Metal Shop</li> <li>• 5 Graving Basins / Dry Docks</li> <li>• General Warehouse Machine Shop</li> <li>• Forge Shop</li> <li>• First Aid Station</li> <li>• Cafeteria</li> <li>• Whirley Crane</li> </ul>	Park legislation does not provide guidance on lease agreements or acquisition at these park sites.	Limited Agreement Public Law 106-352, Sec. 3 (b)(2) The National Park Service may enter into cooperative agreements for interpretation and technical assistance with preservation.
Open Space Parks, City of Richmond <ul style="list-style-type: none"> <li>• Shimada Peace Memorial Park</li> <li>• Lucretia Edwards Park</li> <li>• Barbara and Jay Vincent Park</li> <li>• Rosie the Riveter Memorial Bay Trail / Esplanade</li> <li>• Sheridan Observation Point Park</li> </ul>		
<i>SS Red Oak Victory</i>	The National Park Service may consult and enter into a cooperative agreement with interested parties for interpretation and technical assistance with the preservation of this vessel, but no authorized funds may be used for the operation, maintenance, or preservation of the vessel.	
Kaiser Permanente Field Hospital	Acquisition Public Law 106-352, Sec. 3 (e) (2) The National Park Service may acquire, from willing sellers, lands or interests in the World War II day care centers, World War II worker housing, Kaiser Permanente Field Hospital, and Fire Station 67A, through donation, purchase with donated or appropriated funds, transfer from any other federal agency, or exchange.	General Agreement Public Law 106-352, Sec. 3 (b)(1) The National Park Service may enter into cooperative agreements to mark, interpret, improve, restore, and provide technical assistance with respect to the preservation and interpretation of such properties.
Fire Station 67A, City of Richmond		
Maritime Child Development Center		
Ruth C. Powers Child Development Center		
World War II War Workers Housing		

For information about administrative commitments for Rosie the Riveter / World War II Home Front National Historical Park, please see appendix C.

## Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

### Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value. The analysis of fundamental resources and values is not included in this foundation document. Descriptions of Rosie the Riveter / World War II Home Front National Historical Park's fundamental resources and values are included in the chapter on affected environment in the park's general management plan and environmental assessment that was published in draft form in 2008 and then finalized in 2009.

### Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental resources and values. For example, a key issue may pertain to the potential for a fundamental resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Rosie the Riveter / World War II Home Front National Historical Park and the associated planning and data needs to address them:

- **Partnership Coordination.** Lacking clear coordination strategies, the park, Rosie the Riveter Trust, and other partners find it difficult to nimbly address emerging issues and opportunities while efficiently leveraging the resources and strengths of partner organizations. As a true partnership park, Rosie the Riveter / World War II Home Front National Historical Park functions at its best when all partners are coordinated and oriented toward the core mission of the park and there is minimal duplication of efforts or competition among organizations. Currently, the park is challenged to create a partnership environment in which all partners understand how they fit into the overall management picture, are secure and feel valued in their role, and benefit from the efforts of their fellow partner organizations in the realization of their own missions.
  - *Associated High Priority Planning and Data Needs:* Partnership strategy; prioritizing preservation efforts for Richmond's World War II historic structures.

- **Facility and Space Issues.** The park is unable to meet its desired levels of museum collection storage, education, visitor services, and administrative efficiencies due to current facility deficiencies. Currently offers from people who wish to donate artifacts important to the park’s story must be rejected because of limited storage capacity. Large groups, who sometimes appear unannounced, can overwhelm the limited educational space at the visitor center. Administrative space is disconnected from park resources and this impacts staff efficiency. The Oil House building, where the visitor center is located, lacks sufficient space for large educational groups and has many maintenance issues including leaks, structural issues, flooding, electrical issues, and a problematic heating system. Shared management responsibility for maintenance of buildings and infrastructure systems throughout the park is not always clear and needs to be better coordinated.
  - *Associated High Priority Planning and Data Needs:* Space plan; museum storage assessment and plan; partnership strategy.
  
- **Insufficient Knowledge of Significant Resources.** The park’s historic resources are owned by partners. Park management lacks sufficient knowledge about the park’s historic resources, potential threats to those resources, and the range of opportunities and constraints related to each resource. Without this detailed information, which can include zoning, ownership, adjacent threats, potential uses, and recommended treatments, it is difficult for the park and its partners to make informed decisions when new opportunities or threats appear. In many cases, this information may exist but is not readily accessible to the park and its partners. Historic resources and park opportunities can be lost if knowledge is not shared and coordinated in a way that involves all stakeholders.
  - *Associated High Priority Planning and Data Needs:* Prioritizing preservation efforts of Richmond’s World War II historic structures; partnership strategy.
  
- **Access and Infrastructure, Including Transportation.** Because the park comprises many separate sites in large urban commercial, industrial, and residential areas, getting from one place to another is often difficult for residents and visitors alike. Physical barriers, such as Interstate 580 as well as public transportation and wayfinding deficiencies, are issues. Even getting to the Ford Assembly Building and visitor center can be a challenge. Most visitors to the visitor center do not go to other sites in the park. Although park staff can direct people to other sites, transportation to and from any given site, as well as parking, can be challenging. Opportunities for connections, partnerships, alternative transportation modes, and outreach exist but would require coordination to holistically address access issues.
  - *Associated High Priority Planning and Data Needs:* Partnership strategy; visitor use study.
  
- **Visibility and Engagement.** A variety of factors make it difficult to diversify the reach of the park, expand relevancy, and engage local residents. The park was established to tell the national World War II home front story, but it is not well known as a place to learn about these stories. Many visitors and community residents are unaware of both the breadth of the park’s story and the resources that are available. Surrounded by a wealth of Bay Area activities and attractions, the park lacks visibility at home. Some people are afraid to come to the park because of their perceptions of Richmond. When they do come, lodging and transportation issues make visitation challenging. Many have the misperception that it is a military park or that the visitor center alone is the park. As the aging population of firsthand witnesses disappears, making their stories relevant to younger audiences will become increasingly difficult. In addition, expanding the park’s brand beyond the “Rosie” story is a continuing struggle.
  - *Associated Planning and Data Needs:* Partnership strategy; visitor use study.



### Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

**Criteria and Considerations for Prioritization.** The following criteria were used to evaluate the priority of each planning or data need:

- Emergency or urgency of the issue.
- Protect fundamental resources and values or prevent resource degradation.
- Enhance visitor experience.
- Address multiple interrelated issues.
- Opportunities, including interagency partnership or other assistance.

## High Priority Planning Needs

### Partnership Strategy.

*Rationale* — The legislation establishing the park makes it clear that development and maintenance of partnerships is key to the park’s success. No park land is owned by the National Park Service. The primary park sites are owned by the City of Richmond, Rosie the Riveter Trust, the Richmond Museum Association, and private organizations. Furthermore, a number of other partners throughout the community help preserve the park sites and provide services for visitors to the park. Although the park has many partnerships, partner roles and responsibilities related to furtherance of the park’s mission are not clearly defined.

In addition to local partnerships, the park also has a responsibility to connect other home front sites around the country to tell a more complete story of the home front effort. Leveraging resources to better support partners in the realization of the park’s mission as well as bringing greater local and national attention to the park would be important outcomes of a partnership strategy.

*Scope* — The park’s general management plan was completed in 2009, and many of the park’s partners, including the City of Richmond, have subsequently completed planning processes to incorporate some of the same goals. Strategic asset mapping of partners’ capacity and interests has been completed through work of the Richmond Urban Fellow and could be used as a basis to engage new and existing partners developing a partnership strategy. Such a strategy would strengthen the park’s capacity to identify and leverage resources both regionally and nationally to tell a more complete story of the World War II home front effort.

The park and its partners should collaborate in the development of this strategy to leverage limited resources to provide the greatest benefit of the park, its partners, and the community at large. Initial steps in development of a full partnership strategy would include development of a collaborative five-year vision for the park and its partners. The collaboration should include local stakeholder meetings to include diverse partner interests and lay the groundwork for more detailed and strategic planning in the future. This planning effort could subsequently be expanded to both the regional and national levels to include a larger set of partners associated with the World War II home front story. Each level of planning would include shared goals for how each partner and the park can work together to accomplish a common purpose.

### Richmond’s World War II Historic Structures—Prioritizing Preservation Efforts.

*Rationale* — The legislation establishing Rosie the Riveter / World War II Home Front National Historical Park, while identifying specific properties to be included in the park, also directs the National Park Service to work with the City of Richmond to preserve the World War II setting of the city. In 2004, public historian Donna Graves completed a detailed inventory of World War II-related buildings in Richmond (*Mapping Richmond’s WWII Home Front*). The inventory describes each of the extant buildings and presents preliminary preservation and interpretation strategies for recognizing World War II home front history in the Richmond cityscape. To date, park management has focused on other more immediate priorities and has not advanced efforts to mark the World War II landscape across the city. In the meantime, due to the absence of a preservation strategy to guide NPS and City of Richmond managers, a few of the World War II-related structures identified in the Graves study have been demolished. In order to advance beyond this unfortunate and unacceptable situation, the National Park Service and the City of Richmond need to work together to develop a strategy for preservation and interpretation of World War II resources across the city.

*Scope* — By means of this effort, the National Park Service and the City of Richmond, through the historic preservation commission, would build upon the work completed by Donna Graves. To insure that World War II resources beyond those identified in the park’s enabling legislation are recognized, preserved, and interpreted, park staff and city representatives would evaluate each of the buildings in the Graves study (as well as others not captured in her inventory) and consider the following for each: potential for addition to the park; preservation and adaptive re-use; site-specific interpretive programming; and inclusion in broad interpretive programs (e.g., building marker program).

**Museum Storage Assessment and Plan.**

*Rationale* — The museum and archives collections are fundamental resources of the park and are the most comprehensive collection in the world related to United States World War II home front history. The current storage space does not meet recognized standards and there is no room for growth. Access (both in-person and electronic) to the space is limited. Improved conditions are critical for collection growth and for research and program use, both of which support the park’s role in preserving and telling the home front story.

*Scope* — To begin the planning effort, the park would use recommendations and guidance from professional standards and NPS requirements to determine deficiencies and needs for all four national park units in the East Bay. Based on this assessment, the museum storage plan would identify and outline multiple solutions or options for both short-term and long-term collection housing. The plan would be reviewed and implemented based on the recommendations and decisions of the park’s cultural resources management staff and the park management team. The data and recommendations from this plan would inform the development of the space plan (following section) in terms museum collections storage.



## Space Plan.

*Rationale* — The park lacks permanent space for administration and adequate space for education programming and storage (including museum collections storage). Space issues at the other three national park units co-managed in the East Bay are also critical: Eugene O’Neill National Historic Site, John Muir National Historic Site, and Port Chicago Naval Magazine National Memorial. Since 2008, staff levels at the four parks have doubled, and, although a great increase in staff is not anticipated in the future, management of the four parks in the East Bay may increase demands for administrative space at Rosie the Riveter / World War II Home Front National Historical Park. Other things also contribute to the increased demands on space at Rosie the Riveter / World War II Home Front National Historical Park, including a new visitor education center and associated changes in programming, expanded volunteer programs and cultural resources staff, and expanding collections. Additionally, the lack of a permanent administrative space requires the use of rental storage spaces that lack the utility infrastructure and environmental control requirements for proper office, collections, and general storage space.

*Scope* — All of the administrative, storage, collections, and visitor spaces in the four national park units would be inventoried to better understand current use. Staff would be surveyed and program needs evaluated to determine highest priority needs for each program area. These needs would be considered in future partnerships or development plans. Short-term, mid-term, and long-term space recommendations would be included in the space plan to guide management until additional spaces or solutions could be implemented. This planning effort would be informed by the partnership strategy.

## High Priority Data Needs

### Visitor Use Study.

*Rationale* — A visitor use study has never been completed, for the park, nor does the park conduct annual visitor use surveys. Until a visitor use study is completed, the park cannot participate in the annual visitor survey program. Only anecdotal information is available to gauge visitor experiences, needs, and desires. Information about how visitors, particularly younger generations and diverse audiences, prefer to interact with the park is also lacking. In addition to strong local visitation, Rosie the Riveter / World War II Home Front National Historical Park receives visitors from all over the nation as well as many international visitors. A full understanding of the experiences that international visitors and local residents (some of whom do not speak English) have with the park, and what information or programmatic options they seek, is needed.

*Scope* — A multilingual visitor use study to inform ongoing park management and future decision making would gather and evaluate data on visitor characteristics and baseline conditions related to visitor use levels and patterns. It would provide an assessment of visitor characteristics, preferences, and motivations, and baseline conditions relating to use levels and patterns. Findings and recommendations would help guide the park in determining the best path for addressing visitor use issues, including visitor capacity, or undertaking a subsequent planning effort. The study would help inform updates to the long-range interpretive plan, museum management plan, and general management plan, as well as future projects related to enhancing the visitor experience. To reach the wide diversity of park visitors, surveys and other nontraditional input gathering methods would need to be conducted in multiple languages, especially Spanish. The study would inform the partnership strategy, including possible facility needs.

Planning Needs and Data Needs		
Planning or Data Need	Priority (H, M, L)	Notes
<b>Plans</b>		
Museum storage assessment and plan	H	This plan would include all four national park units in the East Bay.
Partnership strategy	H	
Richmond’s World War II historic structures—Prioritizing preservation efforts	H	
Space plan	H	This plan would include all four national park units in the East Bay.
Museum management plan	M	This plan would include all four national park units in the East Bay.
NPS outreach strategy	M	
Plan for permanent park headquarters	M	
<b>Data Needs and Studies</b>		
Visitor use study	H	
Collection condition survey for textiles	M	
Collection condition survey for Von der Porten collection	M	
Historic structure reports	M	The report for Shipyard No. 3 is done, but reports for the remaining buildings listed in the enabling legislation need to be done.
National Register of Historic Places nominations	M	Evaluate possible sites and implement as needed in collaboration with park partners.
Parkwide records survey	M	This survey is needed to prepare park administrative history.
Administrative history	L	

See appendix B for recently completed and ongoing planning and data collection efforts that address park issues.

## Part 3: Contributors

### Rosie the Riveter / World War II Home Front National Historical Park

Ralph Bell, Facility Manager  
Kelli English, Chief of Interpretation and Education  
Sue Fritzke, Deputy Superintendent  
Sara Hay, Former Museum Curator  
Tom Leatherman, Superintendent  
Paul Scolari, Chief of Resource Management  
Kieron Slaughter, Urban Fellow  
Gretchen Stromberg, Chief of Planning and Administration  
Elizabeth Tucker, Lead Park Ranger  
Isabel Ziegler, Supervisory Museum Curator

### NPS Pacific West Region

Jean Boscacci, Outdoor Recreation Planner, Realty Specialist  
Martha Crusius, Chief, Park Planning and Environmental Compliance  
Brad Phillips, Project Manager, Outdoor Recreation Planner  
Katelyn Walker, Outdoor Recreation Planner

### Other NPS Staff

Pam Holtman, Foundation Quality Assurance Coordinator, WASO Park Planning and Special Studies  
John Paul Jones, Visual Information Specialist, Denver Service Center–Planning Division  
Sarah McSweeney, Former Contract Librarian, Denver Service Center–Planning Division  
Nancy Shock, Foundation Coordinator, Denver Service Center–Planning Division  
Judith Stoesser, Contract Editor, Denver Service Center–Planning Division  
Philip Viray, Publications Chief, Denver Service Center–Planning Division

### Partners

Lincoln Cushing, Kaiser Heritage Resources  
David Dunham, Regional Oral History Office  
Diane Hedler, Rosie the Riveter Trust  
Matthew Holmes, Groundwork Richmond  
Lynne Horiuchi, Rosie the Riveter Trust  
Marsha Mather-Thrift, Rosie the Riveter Trust  
Melinda McCrary, Richmond Museum of History  
Dave Zuckerman, East Bay Regional Park District

# Appendixes

## Appendix A: Enabling Legislation for Rosie the Riveter / World War II Home Front National Historical Park

114 STAT. 1370

PUBLIC LAW 106-352—OCT. 24, 2000

### Public Law 106-352 106th Congress

#### An Act

Oct. 24, 2000  
[H.R. 4063]

To establish the Rosie the Riveter/World War II Home Front National Historical Park in the State of California, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

Rosie the Riveter/  
World War II  
Home Front  
National  
Historical Park  
Establishment  
Act of 2000.  
16 USC 410gg  
note.  
16 USC 410ggg.

#### SECTION 1. SHORT TITLE.

This Act may be cited as the “Rosie the Riveter/World War II Home Front National Historical Park Establishment Act of 2000”.

#### SEC. 2. ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK.

(a) ESTABLISHMENT.—In order to preserve for the benefit and inspiration of the people of the United States as a national historical park certain sites, structures, and areas located in Richmond, California, that are associated with the industrial, governmental, and citizen efforts that led to victory in World War II, there is established the Rosie the Riveter/World War II Home Front National Historical Park (in this Act referred to as the “park”).

(b) AREAS INCLUDED.—The boundaries of the park shall be those generally depicted on the map entitled “Proposed Boundary Map, Rosie the Riveter/World War II Home Front National Historical Park” numbered 963/80000 and dated May 2000. The map shall be on file and available for public inspection in the appropriate offices of the National Park Service.

16 USC  
410ggg-1.

#### SEC. 3. ADMINISTRATION OF THE NATIONAL HISTORICAL PARK.

##### (a) IN GENERAL.—

(1) GENERAL ADMINISTRATION.—The Secretary of the Interior (in this Act referred to as the “Secretary”) shall administer the park in accordance with this Act and the provisions of law generally applicable to units of the National Park System, including the Act entitled “An Act to establish a National Park Service, and for other purposes”, approved August 35, 1916 (39 Stat. 535; 16 U.S.C. 1 through 4), and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461-467).

(2) SPECIFIC AUTHORITIES.—The Secretary may interpret the story of Rosie the Riveter and the World War II home front, conduct and maintain oral histories that relate to the World War II home front theme, and provide technical assistance in the preservation of historic properties that support this story.

##### (b) COOPERATIVE AGREEMENTS.—

PUBLIC LAW 106-352—OCT. 24, 2000

114 STAT. 1371

(1) **GENERAL AGREEMENTS.**—The Secretary may enter into cooperative agreements with the owners of the World War II Child Development Centers, the World War II worker housing, the Kaiser-Permanente Field Hospital, and Fire Station 67A, pursuant to which the Secretary may mark, interpret, improve, restore, and provide technical assistance with respect to the preservation and interpretation of such properties. Such agreements shall contain, but need not be limited to, provisions under which the Secretary shall have the right of access at reasonable times to public portions of the property for interpretive and other purposes, and that no changes or alterations shall be made in the property except by mutual agreement.

(2) **LIMITED AGREEMENTS.**—The Secretary may consult and enter into cooperative agreements with interested persons for interpretation and technical assistance with the preservation of—

- (A) the Ford Assembly Building;
- (B) the intact dry docks/basin docks and five historic structures at Richmond Shipyard #3;
- (C) the Shimada Peace Memorial Park;
- (D) Westshore Park;
- (E) the Rosie the Riveter Memorial;
- (F) Sheridan Observation Point Park;
- (G) the Bay Trail/Esplanade;
- (H) Vincent Park; and
- (I) the vessel S.S. RED OAK VICTORY, and Whirley Cranes associated with shipbuilding in Richmond.

(c) **EDUCATION CENTER.**—The Secretary may establish a World War II Home Front Education Center in the Ford Assembly Building. Such center shall include a program that allows for distance learning and linkages to other representative sites across the country, for the purpose of educating the public as to the significance of the site and the World War II Home Front.

(d) **USE OF FEDERAL FUNDS.**—

(1) **NON-FEDERAL MATCHING.**—(A) As a condition of expending any funds appropriated to the Secretary for the purposes of the cooperative agreements under subsection (b)(2), the Secretary shall require that such expenditure must be matched by expenditure of an equal amount of funds, goods, services, or in-kind contributions provided by non-Federal sources.

(B) With the approval of the Secretary, any donation of property, services, or goods from a non-Federal source may be considered as a contribution of funds from a non-Federal source for purposes of this paragraph.

(2) **COOPERATIVE AGREEMENT.**—Any payment made by the Secretary pursuant to a cooperative agreement under this section shall be subject to an agreement that conversion, use, or disposal of the project so assisted for purposes contrary to the purposes of this Act, as determined by the Secretary, shall entitle the United States to reimbursement of the greater of—

- (A) all funds paid by the Secretary to such project;
- or
- (B) the proportion of the increased value of the project attributable to such payments, determined at the time of such conversion, use, or disposal.

(e) ACQUISITION.—

(1) FORD ASSEMBLY BUILDING.—The Secretary may acquire a leasehold interest in the Ford Assembly Building for the purposes of operating a World War II Home Front Education Center.

(2) OTHER FACILITIES.—The Secretary may acquire, from willing sellers, lands or interests in the World War II day care centers, the World War II worker housing, the Kaiser-Permanente Field Hospital, and Fire Station 67, through donation, purchase with donated or appropriated funds, transfer from any other Federal agency, or exchange.

(3) ARTIFACTS.—The Secretary may acquire and provide for the curation of historic artifacts that relate to the park.

(f) DONATIONS.—The Secretary may accept and use donations of funds, property, and services to carry out this Act.

(g) GENERAL MANAGEMENT PLAN.—

Deadline.

(1) IN GENERAL.—Not later than 3 complete fiscal years after the date funds are made available, the Secretary shall prepare, in consultation with the City of Richmond, California, and transmit to the Committee on Resources of the House of Representatives and the Committee on Energy and Natural Resources of the Senate a general management plan for the park in accordance with the provisions of section 12(b) of the Act of August 18, 1970 (16 U.S.C. 1a-7(b)), popularly known as the National Park System General Authorities Act, and other applicable law.

(2) PRESERVATION OF SETTING.—The general management plan shall include a plan to preserve the historic setting of the Rosie the Riveter/World War II Home Front National Historical Park, which shall be jointly developed and approved by the City of Richmond.

(3) ADDITIONAL SITES.—The general management plan shall include a determination of whether there are additional representative sites in Richmond that should be added to the park or sites in the rest of the United States that relate to the industrial, governmental, and citizen efforts during World War II that should be linked to and interpreted at the park. Such determination shall consider any information or findings developed in the National Park Service study of the World War II Home Front under section 4.

16 USC  
410ggg-2.

**SEC. 4. WORLD WAR II HOME FRONT STUDY.**

The Secretary shall conduct a theme study of the World War II home front to determine whether other sites in the United States meet the criteria for potential inclusion in the National Park System in accordance with section 8 of Public Law 91-383 (16 U.S.C. 1a-5).

16 USC  
410ggg-3.

**SEC. 5. AUTHORIZATION OF APPROPRIATIONS.**

(a) IN GENERAL.—

(1) ORAL HISTORIES, PRESERVATION, AND VISITOR SERVICES.—There are authorized to be appropriated such sums as may be necessary to conduct oral histories and to carry out the preservation, interpretation, education, and other essential visitor services provided for by this Act.

(2) ARTIFACTS.—There are authorized to be appropriated \$1,000,000 for the acquisition and curation of historical artifacts related to the park.

(b) PROPERTY ACQUISITION.—There are authorized to be appropriated such sums as are necessary to acquire the properties listed in section 3(e)(2).

(c) LIMITATION ON USE OF FUNDS FOR S.S. RED OAK VICTORY.—None of the funds authorized to be appropriated by this section may be used for the operation, maintenance, or preservation of the vessel S.S. RED OAK VICTORY.

Approved October 24, 2000.

118 STAT. 1396

PUBLIC LAW 108-352—OCT. 21, 2004

**SEC. 6. ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK.**

The Rosie the Riveter/World War II Home Front National Historical Park Establishment Act of 2000 (16 U.S.C. 410ggg et seq.) is amended—

1 USC 410ggg.

(1) in section 2(b), by striking “numbered 963/80000” and inserting “numbered 963/80,000”; and

1 USC 410ggg.

(2) in section 3—

(A) in subsection (a)(1), by striking “August 35” and inserting “August 25”;

(B) in subsection (b)(1), by striking “the World War II Child Development Centers, the World War II worker housing, the Kaiser-Permanente Field Hospital, and Fire Station 67A” and inserting “the Child Development Field Centers (Ruth C. Powers) (Maritime), Atchison Housing, the Kaiser-Permanente Field Hospital, and Richmond Fire Station 67A”; and

(C) in subsection (e)(2), by striking “the World War II day care centers, the World War II worker housing, the Kaiser-Permanente Field Hospital, and Fire Station 67,” and inserting “the Child Development Field Centers (Ruth C. Powers) (Maritime), Atchison Housing, the Kaiser-Permanente Field Hospital, and Richmond Fire Station 67A.”.



AREA: ROSIE THE RIVETER/WORLD WAR II HOME FRONT NATIONAL HISTORICAL PARK, CALIFORNIA

AUTHORIZATION

Act of October 24, 2000 (Public Law 106-352, 114 Stat. 1370), established Rosie the Riveter/World War II Home Front National Historical Park located in Richmond, California.

\*ACQUISITION AUTHORITY

Act of October 24, 2000, authorized the acquisition of (1) a leasehold interest in the Ford Assembly Building for the purposes of operating a World War II Home front Education Center, (2) lands or interests comprising the World War II day care centers, World War II worker housing, the Kaiser-Permanente Field Hospital, and Fire Station 67, from willing sellers, by donation, purchase with donated or appropriated funds, transfer from another Federal agency, or exchange, and (3) historic artifacts that relate to the park. The Secretary may accept and use donations of funds, property, and services to carry out the purposes of the act.

Act of October 21, 2004 (P.L. 108-352), corrected section (e)(2) of the Act of October 24, 2000 to permit acquisition, from willing sellers, of the Child Development Field Centers (Ruth C. Powers) (Maritime), Atchison Housing, the Kaiser Permanente Field Hospital, and Richmond Fire Station 67A.

ESTABLISHED

October 24, 2000

BOUNDARY REVISIONS

None

ACREAGE LIMITATIONS

None

STATUTORY CEILING FOR LAND ACQUISITION

Act of October 24, 2000, authorizes the appropriation of funds necessary for land acquisition at the national historical park. The act also authorized appropriations not to exceed \$1,000,000 for the acquisition and curation of historical artifacts related to the park.

AREA NUMBER

MIS - 8490

\*Denotes section revised.

Revised October 25, 2004

## Appendix B: Past and Ongoing Park Planning and Data Collection Efforts

Through the foundation process, the following recent park management plans and other guidance documents were identified that could help address issues and challenges facing the park.

Document	Date
Historic American Buildings Survey (HABS) report for Kaiser Field Hospital	2001
Historic American Buildings Survey (HABS) report Maritime Child Development Center	2001
National Register of Historic Places nomination for Atchison Village	2002
Historic American Engineering Record (HAER) Ford Assembly Plant	2003
Historic American Engineering Record (HAER) Kaiser Shipyards	2003
Nystrom neighborhood report	2004
<i>Mapping Richmond's World War II Home Front</i> , prepared by Donna Graves for Rosie the Riveter / World War II Home Front National Historical Park	2004
National Register of Historic Places nomination for Kaiser Permanente Field Hospital	2004
National Register of Historic Places nomination for Maritime Child Development Center	2004
National Register of Historic Places nomination for Ruth C. Powers Child Development Center	2004
Museum management plan for Rosie the Riveter / World War II Home Front National Historical Park, Eugene O'Neill National Historic Site, John Muir National Historic Site, and Port Chicago Naval Magazine National Memorial	2007
<i>World War II and American Home Front: A National Historic Landmark Theme Study</i>	2007
Honda Port of Entry final environmental impact report (Shipyard No. 3)	2008
General management plan	2009
Atchison Village mini-historic structure report and preservation plan	2009
Historic context statement for Project PRISM [Preserve Richmond to Interpret and Support Memories]	2009
Long-range interpretive plan	2010
Historic structures report: Richmond Shipyard Number Three, consolidated history and architectural description	2010
Historic structures report: Riggers Loft, Shipyard Number Three	2010
Museum collections condition survey	2011
Richmond general plan	2012

Document	Date
Visitor center exhibit plan, graphic layouts	2012
Museum emergency operation plan	2014
Historic furnishings plan for Maritime Child Development Center	2014
Richmond Bay shoreline plan (draft) [information on zoning, goals, guidelines, etc., for future of city and its shoreline]	2015
Scope of collections statement	2015
Four-park volunteer management plan	Underway
Guidelines for four-park workforce planning, management, and outreach in order to increase diversity and to broaden the discussion of relevancy, diversity, and inclusion across all divisions	Underway
Nystrom Village furnishings plan (funded in FY2016)	Underway
Self-evaluation and transition plan (accessibility plan) (accessibility should be addressed in partnership with the City of Richmond and other entities; not all NPS responsibility and/or within NPS jurisdiction)	Underway



## Appendix C: Inventory of Administrative Commitments

Name	Agreement Type	Start Date–Expiration Date	Stakeholders	Purpose	Notes
Rosie the Riveter Trust–Friends Agreement	Memorandum of agreement	10/23/2013–10/23/2018	Rosie the Riveter Trust	Friends agreement between park and Rosie the Riveter Trust	Donor recognition plan and intellectual property appendixes are part of agreement. Annual work plan signed each year.
Rosie the Riveter Trust–Cooperating Association Agreement	Cooperating association agreement	11/11/2015–11/11/2020	Rosie the Riveter Trust	Operation of gift store in visitor center	Extended in 2016 for five years.
Rosie the Riveter Trust–Maritime Memorandum of Understanding	Memorandum of understanding	12/14/2010–12/14/2015	Rosie the Riveter Trust, Maritime Master Tenant LLC	Classroom exhibit space at Maritime Center that is maintained and operated by park	Agreement has expired.
Visitor Center Lease	NPS lease	2012–2022	City of Richmond, Orton Development Inc.	Terms for use of oil house as park visitor center	Park leases visitor center from city, which leases it from Orton Development. Original agreement included construction that is not yet completed. City's 27-year lease with Orton allows NPS to renew lease in 2022 for another 20 years. It is hoped that the city can vacate this three-party arrangement and the NPS lease the property from Orton.
City of Richmond	Cooperative management agreement	11/15/2013–11/15/2018	City of Richmond	Cooperative management of various parts of park that the city owns	Under agreement NPS pays city for use of office space for park staff headquarters and storage space for museum collection.
Thanks! Plain and Simple	Memorandum of understanding		Thanks! Plain and Simple	Sharing of information about park in effort to increase awareness	

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**Pacific West Region Foundation Document Recommendation  
Rosie the Riveter / World War II Home Front National Historical Park**

February 2017

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This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Pacific West Regional Director.



2/6/2017

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RECOMMENDED

Tom Leatherman, Superintendent, Rosie the Riveter / World War II Home Front National Historical Park

Date



2/17/17

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APPROVED

*for* Laura E. Joss, Regional Director, Pacific West Region

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

RORI 499/136497

February 2017

Foundation Document • Rosie the Riveter / World War II Home Front National Historical Park

